

CHILDREN
WORKING IN MISSOURI

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Children Working in Missouri

The Missouri Women's Legislative Committee which is composed of some seventeen state and city organizations is keenly interested in social legislation. Among its many concerns is the subject of child labor, and it has made certain definite recommendations for amending the Child Labor Law which, if enacted into law, will raise considerably its standards.

The National Child Labor Committee, seeking to be of service to the children of the state, offered to make a study of the work children were doing in Missouri. The offer was accepted by the Missouri Women's Legislative Committee and the plan of the study was approved by it.

Both the Missouri Women's Legislative Committee and the National Child Labor Committee felt that since the larger cities usually have vocational guidance departments, full time attendance officers, etc., they are in a position to furnish information on how the Child Labor Law is being administered, insofar as the school agencies deal with it. For this reason the study was confined to the smaller cities and towns of the state.

The following localities were selected: Bonne Terre, Boonville, Webb City, Brookfield, Moberly, Hannibal, Rolla, Poplar Bluff and Caruthersville. Moberly was later dropped because it appeared that the incomplete school enumeration made this course advisable.

Two agents of the National Child Labor Committee were in the field from September 16th to November 5th. The spirit of cooperation on the part of those in charge of and connected with both public and private schools, was all that could have been asked for. Records were furnished without reservation, and information was carefully given.

Child Labor and Compulsory School Attendance Law

Child labor and compulsory school attendance are so closely related that a consideration of one naturally involves a consideration of the other.

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In Missouri the main provisions of the Child Labor Law are:

1. Children under 14 years of age are prohibited from working in gainful occupations during the hours when the public school is in session, but they may work when the school is not in session if they have permit certificates.
2. Children between 14 and 16 years of age may work during the hours when the public school is in session, provided they procure and file permit certificates. No permit certificate is needed for these children when the school is not in session. Employment in agriculture, domestic service, and for their parents are exceptions to the above.
3. Children under 16 years of age are prohibited from working in dangerous or injurious occupations.
4. Permit certificates are issued by the superintendent or principal of the public school, or someone appointed by the Board of Education.
5. The conditions for getting a permit certificate are:
 - (a) Proof of necessity for the labor of the child.
 - (b) Certificate of a reputable physician showing the child to be capable of performing labor without injury to physical or mental development.
 - (c) Affidavit of parent showing date of birth of the child.Permit certificates are good for three months only, but may be renewed.
6. A child under 16 years of age may not be employed at any gainful occupation for more than 48 hours in any one week, nor before 7 a. m. or after 7 p. m., except that by an amendment in 1923, a child between 10 and 16 years of age, who is a regular attendant at school, may work two hours after 7 p. m.
7. Permit certificates must be filed with the employer.

The compulsory school attendance law of Missouri requires that children attend school until they are 16 years of age, except that children between 14 and 16 years of age are exempt if they are actually and regularly and lawfully engaged for at least six hours each day in some useful employment or service. Children between 14 and 16 years of age may be excused if shown to be physically or mentally incapacitated, or if they have completed the common school course.

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The standard of protection provided in the Child Labor Law is much below that of many states. The chief weakness of the law is to be found in its many omissions. On the other hand, the provisions of the compulsory attendance law are good. The two laws taken together place upon the school authorities the responsibility for accounting for all children between the ages of 7 and 16 years.

The report of the study is divided into two parts: one concerning children who were out of school all the time for work, and the other concerning children who were attending school but engaged in some kind of gainful work before or after school, or on Saturdays and Sundays, or both.

Full Time Workers

Enumeration

The school authorities are required by law to enumerate in the spring of each year all children between the ages of 6 and 20, living in the district. The blanks used for the census call for the name of the child, that of its parent or guardian, its address, and the date of its birth.

In making this study the enumeration list was taken to the school and the names of all children enrolled in school were checked off. An effort was then made to locate all those children under 16 years of age, not checked off, and learn why they were not in school.

It should be stated at the outset that the number of children found out of school, working or idle, is by no means a complete one. None of the towns had a full time attendance officer on whom the task of taking the school enumeration should logically fall. In one town it was taken by the children organized into committees under the supervision of principals and teachers. In another it was taken by a group of women from a local church. In others it was taken by individuals in various walks of life. In every town, names of children who had always lived there were not included in the enumeration, while on some of the lists the names of children who had moved away two or three years before were found.

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In only three towns were the birth dates of all the children given. In the others some were given, but the majority of the ages were merely put down as 15 or 12, as the case might be. Inaccuracies in stating the ages of children were frequent. Children listed as 15 were found to be more than 16 years of age. On the other hand, there is no doubt that a number of children who should have been visited were omitted because the enumeration showed them to be 16 years of age or over.

With respect to addresses, the enumeration lists were also faulty. Some gave no address at all; in others many would be given as general delivery, or omitted entirely, or merely as a street without a number. In each town there were children who could not be located.

That so many inaccuracies are found in the school enumeration is unfortunate. It is used as the basis for the distribution of some state school funds. To the school system, it ought to be what the inventory is to the business world. It should be the basis of compulsory school attendance. In fact, it is difficult to see how the compulsory school attendance law can be enforced without a careful, systematic and continuous comparison of enrollment with enumeration. And finally, it is, or should be, of vital concern in the matter of granting work permits.

Number of Full Time Working Children

In the 8 places visited, a total of 165 children under 16 years of age were found working. In addition, there were 85 children of similar age, who were out of school and idle. Some of the idle children had been working since the opening of school, but when visited were out of work. None of the working or idle children had been in school at all during the fall of 1926.

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The following chart shows the distribution of working children by ages and towns, and of idle children by towns:

NUMBER OF CHILDREN BY AGE AND TOWN

	Working Children				Total	Idle Children
	Age 12	Age 13	Age 14	Age 15		
Bonne Terre		1	5	5	11	8
Boonville		1	2	13	16	13
Webb City			10	18	28	7
Brookfield			7	9	16	7
Hannibal	1	1	15	21	38	27
Rolla		1	6	4	11	13
Poplar Bluff		2	3	16	21	6
Caruthersville	1	2	11	10	24	4
Total	2	8	59	96	165	85

Of these 165 children, 58.2 per cent were 15 years of age, 35.8 per cent were 14, and 6.0 per cent were 13 years of age or less.

Kinds of Work

There were 30 kinds of work at which full time working children were engaged, as indicated in the following chart:

NUMBER OF FULL TIME WORKING CHILDREN
BY KINDS OF WORK

Factory Work	41	Poultry House	1
Farm Work	29	Ice Cream Company	1
Housework	24	Taxi Stand Night Man	1
Clerical—Sales Work	15	Laundry	1
Delivery and Errand Work	14	Cleaning Ore	1
Driving Teams and Hauling	11	Cleaning Establishment	1
Building Trades Helper	4	Caring for Cemetery	1
Waitress	3	Porter	1
Dairy Work	2	Office Girl	1
Bakery Work	2	Nurse Girl	1
Garage	1	Hotel Dishwasher	1
Tire Shop	1	Hotel Maid	1
Filling Station	1	Hospital Maid	1
Sign Works	1	Hospital Kitchen Man	1
Creamery	1	Odd Jobs	1
		Total	165

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It will be seen that one-fourth of the full time working children were engaged in factory work; 24 of these were in shoe factories. For the most part the children employed at farm work were hired out as laborers at more or less independent jobs such as cutting corn and picking cotton. All of the children doing housework were girls; 9 of them were hired out and 15 were working at home. Most of the children doing clerical work were clerks in grocery stores. For the most part the children driving teams had one-horse outfits and were hauling such things as sand and gravel, wood, ashes and trash. The delivery and errand group were working for stores, milk and ice companies, and carrying telegraphic messages.

Over 80 per cent of the full time working children were engaged in the first six types of employment as shown in the chart. The remainder of the children were engaged at a variety of work.

Work Permits

Only 25 of the 165 working children had work permit certificates issued by school superintendents. Of the 41 children working in factories 8 had permits; of the 29 at farm work, none had permits; of the 24 in housework, 4 had permits; of the 15 in clerical sales, 3 had permits; of the 11 driving teams and hauling, none. The other 10 having work permit certificates were: 2 waitresses, a hospital kitchen man, nurse girl, errand boy, messenger, delivery boy, building trades helper, sign worker, and filling station worker.

Grade Standing

From the following chart it will be seen that a little more than one-fourth of the children were in or had completed the 5th grade or less; nearly one-fifth the 6th grade; one-fourth the 8th grade; and 6 per cent the 9th grade.

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DISTRIBUTION OF WORKING CHILDREN ACCORDING TO AGE AND GRADE THE CHILDREN WERE IN, OR HAD COMPLETED

Grade	Age				Total	Per cent
	12	13	14	15		
1				1	1	.6
2			3		3	1.8
3		1	3	3	7	4.2
4		2	3	4	9	5.4
5	1	2	10	11	24	14.5
6		2	14	16	32	19.4
7		1	13	23	37	22.4
8	1		10	31	42	25.5
9			3	7	10	6.0
Total	2	8	59	96	165	

The facts as herein presented with respect to children under 16 years of age being out of school full time for work, do not show an unduly large number. Because of the faulty enumeration lists it was impossible in the time given to the study to locate all working children in the eight different towns, but it is reasonably certain that the majority of them were interviewed.

Some of the credit for this showing must be given to the commercial insurance companies. Until the fall of 1926, Missouri had no workmen's compensation law, and accident protection was secured from private insurance companies which generally would not cover the risks of children under 16 years of age. One man, who had several children illegally employed in his place of business, remarked that he was glad his attention had been called to it, for he would not want the insurance company to know about it. This policy on the part of private insurance companies, however, does not keep all children under 16 from working, for some employers will take a chance and employ them anyway.

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The general policy with respect to factory employment, in the towns and cities covered, is not to employ children under 16 years of age. The effect of this policy is illustrated by an incident that occurred in one town. Under the Missouri school law, a continuation school must be provided if there are 25 or more children under 16 years of age working in a town. This town had such a school, made necessary largely because of the number of children employed in one factory. Recently when this factory was consolidated with another of its kind, in which the policy was not to employ children under 16 years of age, the continuation school was abandoned.

In all probability the majority of the 41 children working in factories would not have been working had the more responsible heads of the firms known it. There are two main reasons for this departure from the general policy.

First: in the smaller places it is more difficult to carry out a fixed policy in regard to employment and personnel work. In some factories, the workers are hired by foremen. For the most part, these men have been in the employ of the firm many years, have come up from the ranks, and know intimately all the workers in their departments. Oftentimes they are the buffers standing between the impersonal order of the higher authorities and the requests of the workers, and frequently this position is not an easy one. No doubt, at times, they find it difficult to deny the request of an employee that the latter's child be given a job.

In one town a father told of having asked his boss for a job for his 15 year old son who had completed the 8th grade. The father said he was told that he would have to have a permit, and that he could get it from a notary public. The father went to the notary and got the paper, and the child was given employment, an irregular way of getting a work permit. Another child said she was told by the boss to say she was 16 years old, although she was not. She was given a job. There was no great amount of evidence, however, showing a deliberate attempt to evade the law on the part of foremen or other minor employees.

Second: a much more serious factor in the evasion of the law, is the attitude of parents and children themselves. That the truth is not always told

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about the age of the child is evidenced by the following illustration. A child not yet 14 years of age at the time of the visit to the family was found working in a factory. At first the mother and child stoutly maintained that she was past 16, but when confronted with the school record they finally admitted her true age. The mother had made an affidavit that the child was past 16, and she had been given employment on the strength of this affidavit, although the appearance of the child was such as to put the employer on guard. In nearly all cases where there was a discrepancy between the school record and the statement of the parents, it was with respect to the 15 year old children.

Inaccuracy with respect to the ages of the children was frequently found. No child labor law can be effectively enforced without this knowledge; neither can the compulsory attendance law be enforced.

The principle that school authorities should exercise control over children until they are 16 years of age has generally been accepted in this country. This is in keeping with the expansion of the activities and interests of the public school system, and has found its expression in compulsory attendance laws. These laws imply that the school life of the child should have primary consideration over its work life, and legally employed children are made exceptions to the general rule of compulsory attendance at school.

In Missouri, as has been pointed out, the compulsory school attendance age extends to 16, except for children legally employed, and under the Child Labor Law the school authorities are charged with the granting of work permits authorizing the child to work. In 37 other states the school officials have this same responsibility. This is as it should be, for no other agency is in the position to have the facts that the schools should have.

The key to the successful administration of any child labor law is the permit issuing officer. The fact that only 25 of the 165 working children had permits to work, would seem to indicate that the job was not being done very well in Missouri. It is difficult to explain this, for all of the superintendents are men of unusually high type. The school building and equipment program of these towns has been heavy. Several of the towns are bonded to the limit for school purposes.

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The chief difficulty seems to be a failure to organize properly to do the work. Two factors enter into this: one is an attitude of mind, and the other is a lack of knowledge.

Interest in the subject of child labor is at low ebb. In fact there is but little thinking on the subject at all, and confusion marks what thought there is. Child labor is thought of as existing far away, not close at home.

There is considerable feeling that the matter of granting work permits is not a job that belongs to the school, but something that has been foisted upon it. Too few of the superintendents have accepted the principle that the guiding hand of the school ought to be extended to all children under 16, regardless of whether they are in school or at work. To one superintendent, at least, the granting of a work permit, or allowing a child to work without one, was an easy means of getting rid of troublesome children in school. Very little effort is made to investigate the need for the child to leave school and go to work. In cases where there appears to be an economic necessity for the child to work in order to help support himself, or members of his family, little or no effort is made to bring into use community resources that might relieve the condition and permit the child to remain in school.

Lack of information as to the requirements of the Child Labor Law is seriously interfering with its successful operation. Only one superintendent required a physical examination before granting a permit to work; others did not even know that this provision was in the law. Two superintendents had none of the blanks provided by the State Department of Education for the issuance of work permits. One superintendent had granted no permits because he thought he had no authority to grant permits to children under 16 years while the school was in session; another had granted none because he did not know there was any provision whereby he could grant them.

Many of the children do not file the permits with the employer. Several permits were found safely tucked away at home, bright and clean as the day they were received. One mother, after considerable searching, found her boy's certificate carefully laid away in the family safety box.

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The law specifies that a work permit is good for 90 days only, but at the end of that time it may be renewed for a like period. Generally the children are not checked up at the end of the three months period. Too frequently it happens that a permit to work becomes a permanent release from school. Several of the 85 children found idle had permits but had quit or lost their jobs.

As previously stated, none of the cities or towns had full time attendance officers. All, however, had the use of such officers. In some places the attendance officer was head janitor; in one he was a night watchman; in one town none had yet been appointed; in some of the towns the county attendance officer was used. Naturally a portion of his time was given to other places in the county.

There is a general feeling that they do not have money enough to employ a full time attendance officer and it is true that in all of these towns the cost of operating the schools has become high. Considerable dissatisfaction was found among teachers and principals as to the results being obtained under the present system, not only with respect to children who had not entered school, but also with those who had entered but were absent for one reason or another. Here again the failure to enforce completely the compulsory school attendance law is largely due to an attitude of mind. Compulsory school attendance for all children under 16 years of age is still an ideal rather than a reality. Undoubtedly, if the need were fully appreciated, the means could be found for the employment of a trained person to devote his entire time to the problems of attendance at school, and the necessary investigations for the granting of work permits.

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Part Time Workers

Up to this point the study has been concerned with children under 16 years of age who were not in school and whose time was either occupied by full time work or wasted in idleness. From now on consideration will be given to the children who were regular attendants at some school and who spent part of the non-school hours of each week (before school, noon, after school, night after 7 p. m., Saturdays or Sundays) in gainful employment. Actual ages of the children at the time of the visit to each town are used.

Number of Part Time Workers

On the basis of accurate knowledge of the number of children of school age under 16 years living in five of the towns studied, it was found that approximately 10 per cent were employed in gainful occupations in addition to going to school. If this percentage holds for the state as a whole, it means that there are several thousand children in Missouri who spend part of their non-school hours in gainful employment.

It will be seen from the following chart that in the eight towns visited there were 673 children under 16 years of age working part time at some gainful employment; 602 were boys and 71 were girls; 640 were white and 33 were colored.

NUMBER OF CHILDREN UNDER 16 WORKING PART TIME
BY TOWN AND AGE

Town	Age										Total
	7	8	9	10	11	12	13	14	15		
Bonne Terre .				5	3	7	8	10	9	42	
Boonville . .	1	3	4	9	7	4	16	17	10	71	
Webb City . .		4	1	6	11	11	13	23	15	84	
Brookfield . .		1		4	3	16	14	14	13	65	
Hannibal . .		1	12	21	20	25	37	48	48	212	
Rolla			1		3	2	4	5	4	19	
Poplar Bluff .		1	3	10	8	22	20	32	22	118	
Caruthersville .	2	3	7	4	5	13	12	5	11	62	
Total . .	3	13	28	59	60	100	124	154	132	673	

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Children as young as seven years were found working, while the average for the entire group was 12.7 years. Almost one-fourth (163) were eleven years or under. With the advance in age, there is a steady increase in the number working up to fourteen. At fifteen there is a decrease.

This falling off in numbers at the age of fifteen may be explained on the following grounds. Many children of this age who are in school are entering upon their high school studies and they soon learn that the work is considerably different from that to which they were accustomed in the grades; it requires more application, more home work. Extra-curricular activities begin to attract their attention and these, if entered into, require the use of many non-school hours. When high school principals were approached for information on part time work, some such statement usually was made as, "You won't find many here who are working. They don't have time."

Another explanation probably lies in the fact that in these smaller towns the number of part time jobs of consequence begins to decrease for children of this age. The attraction of the small wage begins to lose its power, and unless the need for, or lure of, larger pay, which can be obtained only by full time work, becomes strong enough to draw them away, they prefer to remain in school and leave the part time jobs to the younger children.

Weekly Hours

Regular attendance at school for the full time it is in session is generally recognized as being in itself a week's work for children under 16 years of age. Many of the children in this study, however, were occupied for a considerable number of hours during the week at gainful employment in addition to their school work.

NUMBER OF HOURS WORKED PER WEEK BY
PART TIME CHILDREN

	<i>1 to 4 hrs.</i>	<i>5 to 9 hrs.</i>	<i>10 to 14 hrs.</i>	<i>15 to 19 hrs.</i>	<i>20 to 24 hrs.</i>	<i>25 to 29 hrs.</i>	<i>30 or more</i>	<i>Total</i>
Number of Children	70	221	172	75	52	30	53	673

One-fifth of the children under 16 years of age, working and going to school, actually worked 20 or more hours per week at jobs for which they received pay; 12.3 per cent worked for 25 hours or more and nearly 8 per cent worked 30 hours or more. None of the above figures include school work.

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Days Per Week

The number of days that children work during the week is important. That many of them worked at least six days is brought out in the following chart.

AVERAGE HOURS WORKED DURING THE WEEK
BY DAY PERIODS

	<i>No. of Children</i>	<i>Per Cent of Total Children</i>	<i>Average Total School Days Time</i>	<i>Average Saturday Time</i>	<i>Average Sunday Time</i>	<i>Average Weekly Time</i>
Seven Days	60	8.9	13.7	5.4	3.8	22.9
School Days and Saturdays . . .	317	47.1	8.9	4.8		13.7
School Days and Sundays . . .	6	.9	12.5		6.5	19.
School Days only	189	28.1	10.9			10.9
Saturday and Sunday only . . .	7	1.0		9.7	9.1	18.8
Saturday only	82	12.2		9.2		9.2
Sunday only	12	1.8			3.9	3.9
Total	673	100.0	10.1	5.7	4.4	13.1

Nearly 9 per cent of the part time working children actually had a seven day work week, with an average work time of 22.9 hours per week. Almost half had a six day week—that is, they worked on school days and Saturday, or school days and Sunday. The average weekly work time for those who worked on school days and Saturday was 13.7 hours, and for those who worked on school days and Sunday it was 19 hours per week. A little over one-fourth (28.1 per cent) of the children worked on school days only, and the average weekly work time was 10.9 hours. Twelve per cent of the children worked on Saturdays only for an average of 9.2 hours, and 1.8 per cent on Sundays only for an average of 3.9 hours. Only one per cent worked on both Saturdays and Sundays, for a weekly average of 18.8 hours.

The average work time per week for the 673 part time working children was 13.1 hours; 572, or 85 per cent, worked on school days for an average of 10.1 hours per week; only 15 per cent confined their work to non-school days.

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In Missouri schools are in session 6 hours a day or 30 hours a week. It is evident, therefore, that the 20 per cent of the children working part time who were employed for 20 or more hours a week, were actually occupied for a total of 50 or more hours each week. Children in the groups that worked seven days, school days and Sundays, or Saturdays and Sundays, had an average work and school work week combined of more than 48 hours. The working day of children who were employed on school days only averaged for work and school work combined, a little over 8 hours per day during the school week period.

Occupied time as herein shown makes no allowance for home study or chores about the home. These facts are particularly significant when it is remembered that 8 hours a day and 48 hours a week have long been recognized as constituting a standard working day and a standard working week for adults, and certain industries are advocating and putting into practice a five day and forty hour week for adults.

Time When Working

The time of day or night at which children work is also a factor that should be taken into consideration.

TIME OF DAY AT WHICH CHILDREN WORKING ON SCHOOL DAYS WERE EMPLOYED

<i>Time of Day</i>	<i>Number of Children</i>
After school only	292
Before and after school	134
Before school only	55
After school and at night after 7 p. m.	33
Before and after school, and at night after 7 p. m.	16
Before school, at noon, and after school	14
At night after 7 p. m. only	12
Before school and at noon	7
Before school and at night after 7 p. m.	3
Before school, noon, after school, and at night after 7 p. m.	2
After school and at noon	2
Before school, at noon, and at night after 7 p. m.	1
Noon only	1
Total	572

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From the above chart it will be seen that of the children working on school days, 232 worked before school; 27, at noon; 493, after school; and 67, at night after 7 p. m.

Kinds of Work

There were 34 kinds of work at which these children were engaged, classified as follows:

KINDS OF WORK AT WHICH CHILDREN WERE EMPLOYED

<i>Kind of Work</i>	<i>No. of Children</i>	<i>Kind of Work</i>	<i>No. of Children</i>
Newspapers and magazines	242	Passing bills	4
Farm work	66	Poolroom and bowling alley	3
Grocery store work	62	Hotel work	3
Clerks—salespeople	47	Apprentices	3
Delivery and errand boys	45	Bakery work	3
Porter and janitor work	31	Messenger boys	2
Housework	29	Musicians	2
Children's attendants	22	Attendants—doctor's office	2
Odd jobs	21	Stable boys	2
Caddies	15	Truck drivers	1
Restaurant work	12	Chauffeur	1
Manufacturing establishments	11	Cook and nurse girl	1
Bottling works	8	Telephone girl	1
Filling and battery stations	7	School librarian	1
Shining shoes	7	Record clerk	1
Printing office	6	Bicycle repair	1
Picture shows	6	Miscellaneous	5
		Total	673

More than one-third (36.0 per cent) were engaged in the selling and delivering of newspapers and magazines. Nearly 10 per cent each were employed in farm and grocery work. Between 6 and 7 per cent each were working as clerks, and at delivery and errand work. Nearly 5 per cent were doing some type of porter or janitor work, and a little over 4 per cent, housework. About 3 per cent each were engaged as children's attendants, and at odd jobs. A little over 2 per cent acted as caddies on the golf links, and about the same percentage worked each in restaurants and in manufacturing establishments. The remaining job classifications had about one per cent each, or less, of the total number of part time working children.

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Only 3.6 per cent were employed by their parents and they were divided by groups as follows: farm work, 5; grocery store work, 11; attendants in doctor's office, 2; and one each for clerks (salespeople), delivery and errand boys, restaurant work, bottling works, printing office and stable boys. With the exception of those in the newspaper and magazine group and some in the odd job classification, who might be considered as working for themselves, the one boy who did bicycle repair work was the only one in business for himself.

Ages

The average age for the 673 part time working children was 12.7 years. Fifty-nine per cent of the children were working at jobs in which the average age was less than that for the whole group, while 41 per cent worked in jobs showing a higher average than that for the whole group. The jobs in which the younger children worked were: children's attendants, odd jobs, farm work, manufacturing establishments, bakeries, truck drivers, newspapers and magazines, caddies, bottling works, passing bills, attendants in doctors' offices, and hotel work. The nature of the work to be done seems to determine the age of the child doing it.

CHILDREN WORKING IN MISSOURI

Types of Work by Younger Group

Some types of employment are more given to the use of young children than others.

DISTRIBUTION OF PART TIME WORKING CHILDREN ELEVEN YEARS OF AGE AND UNDER, BY JOB AND AGE

<i>Classification of Work</i>	<i>Age</i>					<i>Total</i>	<i>Per cent* of Total Children in Classifi- cation</i>
	7	8	9	10	11		
Newspapers and magazines	1	7	7	29	31	75	31.0
Farm work	2	3	6	7	5	23	34.8
Grocery store			4	4	6	14	22.6
Clerks (sales)					2	2	4.3
Delivery and errand		1	2	2	2	7	15.6
Porter and janitor			1		1	2	6.5
Housework			1	1	2	4	13.8
Children's attendants		1	3	4	2	10	45.5
Odd jobs		1		5	4	10	47.6
Caddies				2	2	4	26.7
Manufacturing establishments			1		1	2	18.2
Bottling works			1	1		2	25.0
Filling and battery stations				1		1	14.3
Shining shoes					1	1	14.3
Printing office				1		1	16.7
Passing bills				1		1	
Hotel work				1		1	
Bakery work			1			1	
Attendants—doctor's office					1	1	
Miscellaneous			1			1	20.0
Total	3	13	28	59	60	163	24.2

* Percentage omitted where less than 5 children employed.

CHILDREN WORKING IN MISSOURI

Nearly one-third (31.0 per cent) of the children selling and delivering newspapers and magazines were 11 years of age, or younger. The older boys were found delivering newspapers which requires daily attention, while the younger ones were handling magazines which can be disposed of in two or three days a week. More than three-fourths of the children with regular newspaper routes, and nearly three-fourths of the few who were selling newspapers on the streets, were 12 years of age or older, while nearly three-fourths of those who sold and delivered magazines were 11 years of age, or younger.

In the farm work group, more than one-third of the children were 11 years of age, or younger. Nearly one-fourth of the children in grocery store work were 11 or less, while nearly one-half of the children's attendants and odd job workers were in this age group.

Weekly Hours for Different Occupations

The children working as messenger boys, and the truck driver, cook and nurse girl, and record clerk, were employed twenty or more hours each week; while those in the following eleven job groups were working less than twenty hours a week: caddies, manufacturing establishments, passing bills, bakery work, musicians, attendants in doctors' offices, chauffeur, telephone girl, school librarian, bicycle repair work and miscellaneous. In the remaining jobs, the hours varied.

CHILDREN WORKING IN MISSOURI

NUMBER OF HOURS WORKED PER WEEK IN EACH OCCUPATION

	0-4	5-9	10-14	15-19	20-24	25-29	30 or more	Total	Per cent over 20 hours*
Newspapers and magazines	38	114	65	13	7	2	3	242	4.5
Farm work	4	22	20	10	4	2	4	66	15.1
Grocery store	2	6	15	15	9	7	8	62	38.7
Clerks (sales)	2	6	11	7	8	4	9	47	44.7
Delivery and errand	3	7	20	7	5		3	45	17.8
Porter and janitor	3	6	8	6	3	3	2	31	25.8
Housework	1	6	7	2	5	2	6	29	44.8
Children's attendants	2	8	4	2	1	2	3	22	27.3
Odd jobs	8	9	3		1			21	4.8
Caddies		15						15	
Restaurant work	1		1	3	1	1	5	12	58.3
Manufacturing establishment		6	5					11	
Bottling works	1	3	1	2			1	8	12.5
Filling and battery stations		1	1	1	2	1	2	7	71.4
Shoe shiners		1	1	1	1	3		7	57.1
Printing office		2	3		1			6	16.6
Picture shows		1		2	2	1		6	50.0
Passing bills	1	1	2					4	
Poolroom and bowling alley				1	1	1		3	
Hotel work			1				2	3	
Apprentices		1	1				1	3	
Bakery work		1	1	1				3	
Messenger boys					1		1	2	
Musicians		1	1					2	
Attendants—doctor's office			1	1				2	
Stable boys		1				1		2	
Truck driver							1	1	
Chauffeur	1							1	
Cook and nurse girl							1	1	
Telephone girl		1						1	
School librarian	1							1	
Record clerk							1	1	
Bicycle repair		1						1	
Miscellaneous	2	1	1	1				5	
Total	70	221	172	75	52	30	53	673	

*Percentage omitted where less than 5 children employed.

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With the exception of the eleven groups which had no children working as many as twenty hours a week, the largest of the thirty-four job groups—newspaper and magazine work—shows the smallest percentage (4.5) of children who were working twenty or more hours each week. The odd job group is next lowest with 4.8 per cent.

Of the 53 children who were employed 30 or more hours each week, a thirteen year old, colored, high school freshman leads the list in the number of hours worked. He was employed as a porter in a hotel from 7 p. m. until 7 a. m., seven days a week. That the work was hard and offered during the night little opportunity for rest and sleep, was evidenced by the fact that the boy had tried several times to get other boys to assist him. The duration of employment for the assistant in each case was only a few nights. The high school principal was familiar with the situation and remarked that the job paid enough to support two boys in high school.

Sixty-eight hours a week as a restaurant waiter was the time worked by a fourteen year old white boy, fifty-four hours a week by a fifteen year old white dishwasher, and forty-nine hours a week by a fourteen year old colored dishwasher.

One boy fifteen years of age was employed in his father's grocery store forty-seven hours each week. The school principal was familiar with the situation and stated that the outside work interfered seriously with the boy's school work. According to the principal, the boy's stepmother had advised, urged and pleaded with the father to release the boy from such long hours. The father was not in good health.

A fifteen year old colored girl worked 46 hours a week as a cook and nurse girl. Three fifteen year old white boys were employed as follows: 1 forty-three hours a week as a filling station helper; 1 forty-two hours a week milking and caring for stock; and 1 forty-one hours a week in a grocery store.

Thirty-eight hours composed the work week for each of five children, a barber's apprentice, two grocery store workers and two houseworkers. One porter and janitor and one clerk both worked 37 hours a week, while a clerk, a messenger boy, and a delivery and errand boy were each employed 36 hours a week.

Four children were employed 35 hours a week, namely, a delivery and errand boy, a boy in a wholesale magazine office, a truck driver and a houseworker; while five, one clerk, one restaurant waiter, one grocery store boy and two children's attendants worked 34 hours a week.

The 33 hour grouping shows one clerk, two grocery store boys, one hotel porter and one houseworker. Six children appear in the 32 hour group—two clerks, one dairy hand, one newsboy, one filling station helper and one houseworker. A clerk worked 31 hours a week.

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Thirteen children worked 30 hours a week. They were: one porter and janitor, one delivery and errand boy, two clerks, one grocery store boy, two farm workers, one newsboy, one record clerk, one bus boy, one child's attendant, one houseworker, and one milk bottler.

It will be seen from the above that in addition to attending school for 30 hours a week, four boys worked longer than the standard work week of 48 hours, i. e., 49 hours, 54 hours, 68 hours and 84 hours, while one child lacked only 1 hour, one 2 hours, one 5 hours, one 6 hours and one 7 hours of equalling the 48 hour week. It should be remembered that this is actual work, and does not include school work.

It was noticed in one of the towns visited, where school is in session from 9 a. m. to 12 noon and from 1 to 4 p. m., that three colored girls and one colored boy, all under sixteen years of age, and all of whom were engaged in housework, reported for school some time between 9:30 and 10 a. m. left before the bell rang at noon recess, reported back to school some time between 1:30 and 2 p. m., and again left before closing time. Immediately the question was asked if this was the daily practice on the part of these children or others who might from time to time become employed in a similar capacity, and the answer was, "Yes." It was then asked if the school authorities were familiar with the situation and the answer again was in the affirmative. When the matter was discussed later with the school superintendent he advanced the opinion that he could see nothing wrong in the practice, since the work which required the use of some of the school time of these children was considered part of their vocational training.

Night Work by Children

The Child Labor Law of Missouri provides that no child under 16 years of age shall be employed at any gainful occupation before 7 a. m. or after 7 p. m., except that regular attendants at school may work two hours after 7 p. m. if they are over 10 years of age.

Of the 673 part time working children, 27 per cent worked at night—i. e., before 7 a. m. or after 7 p. m., and nearly 20 per cent worked either before 7 a. m., or more than two hours after 7 p. m. There were 60 children that worked before 7 a. m.; 112, after 7 p. m.; and 10 that worked both before 7 a. m. and after 7 p. m. Of those children who worked after 7 p. m., 58.2 per cent worked more than 2 hours.

The average age of those working at night was 13.6 years. One child was 8 years old; one, 9; five, 10; eleven, 11; twenty-two, 12; twenty-two, 13; sixty-one, 14; and fifty-nine, 15.

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There were 11 job classifications having 65 workers, in which there were no children working at night. These were: odd jobs, caddies, manufacturing establishments, printing office, passing bills, attendants in doctors' offices, stable boys, chauffeur, telephone girl, school librarian and bicycle repair.

Types of Night Work by Children

Some types of employment more than others give opportunity for children to work at night.

NUMBER OF CHILDREN WORKING BEFORE 7 A. M. AND AFTER 7 P. M. BY JOBS

	<i>Total children in group</i>	<i>No. before 7 a. m.</i>	<i>No. after 7 p. m.</i>	<i>No. before 7 a. m. and after 7 p. m.</i>	<i>Total</i>	<i>Per cent*</i>
Newspapers and magazines	242	31	7		38	15.7
Farm work	66	6	1		7	10.6
Grocery store	62	6	17	3	26	41.9
Clerks (sales)	47	1	33	1	35	74.5
Delivery and errand	45	6	7		13	28.9
Porter and janitor	31	2	7		9	29.1
Housework	29	5	3	2	10	34.5
Children's attendants	22		6		6	27.3
Restaurant work	12	1	5	3	9	75.0
Bottling works	8	1	1		2	25.0
Filling and battery stations	7		2		2	20.6
Shoe shiners	7		5		5	71.4
Picture shows	6		6		6	100.0
Poolroom and bowling alley	3		1		1	
Hotel work	3		1	1	2	
Apprentices	3		1		1	
Bakery work	3		1		1	
Messenger boys	2		1		1	
Musicians	2		2		2	
Truck driver	1	1			1	
Cook and nurse girl	1		1		1	
Record clerk	1		1		1	
Miscellaneous	5		3		3	60.0
Total	673	60	112	10	182	27.0

*Percentage omitted where less than 5 children employed.

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All of the children working at picture shows were employed at night, and all of them for more than two hours after 7 p. m.; the same is also true of the two children who worked as musicians.

Approximately three-fourths of those engaged in clerical, restaurant, and shoe shine work, and two of the three hotel workers, were employed at night. Of these children working at night two were employed before 7 a. m., one both before 7 a. m. and after 7 p. m., and the remainder after 7 p. m.; nearly three-fourths of these worked more than two hours at night.

More than two-fifths of the children employed in grocery stores worked at night. About one-third of the grocery store workers were employed for more than 2 hours after 7 p. m. Approximately one-third of the house-workers, and one-fourth of those engaged at filling and battery stations, bottling works, children's attendants, porters and janitors, and as errand boys, were employed at night. About one-fifth of those employed in the above-mentioned group of occupations worked after 7 p. m., two-fifths of them for more than 2 hours.

Of the children engaged in newspaper work, 15.7 per cent, and of those engaged in farm work, 10.6 per cent worked at night. Of the 38 newspaper children working at night, 31 worked before 7 a. m., and 7 after 7 p. m., only 1 of whom worked more than 2 hours. Of the 7 farm children working at night, 6 worked before 7 a. m., and 1 after 7 p. m.

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Length of Work Day

The length of the work day, especially Saturday, is long for some children.

DISTRIBUTION OF PART TIME WORKING CHILDREN WHO WORKED MORE THAN EIGHT HOURS A DAY*

<i>Hours Per Day</i>	<i>School Days Sat. and Sun.</i>	<i>Saturday</i>	<i>Saturday and Sunday</i>	<i>Sunday</i>	<i>Total</i>
8.5	1†	3			4
9		17	2	1	20
9.5		8	1‡		9
10.		21	2	1	24
10.5		8			8
11		22			22
11.5		6	1		7
12	1	15	1		17
12.5		6			6
13		6			6
13.5		2		1	3
14		4	1		5
14.5		3			3
15		12			12
15.5		5			5
16		1			1
16.5		1			1
17		4			4
17.5		1			1
Totals	2	145	8	3	158

*No time has been counted out for meals.

†In addition to working 8.5 hours on school days, this child worked also 14 hours on Saturday and 11 on Sunday.

‡Child worked 11 hours on Sunday.

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Almost one-fourth (23.2 per cent) of the part time working children had at least one day in the week that was more than 8 hours long. More than two-fifths of these children worked 12 hours or more on that day; all of this was on Saturdays except one that worked every day in the week, two on Saturdays and Sundays, and one on Sundays only.

Three-fourths of the children who had a day longer than 8 hours were employed at delivery and errand, clerical (sales), grocery and farm work. Of the total number of children working in the above-mentioned jobs, 46.2 per cent had a work day longer than 8 hours. Grocery store work had relatively a much higher proportion of the children working more than 8 hours a day than any other occupation, the percentage being 67.7.

Dangerous or Injurious Work

Section 6 of the Missouri Child Labor Law specifies certain occupations in which children under 16 years of age shall not be employed. In this study children under 16 years of age were found working in specifically prohibited occupations as follows: 6 in picture shows, 3 in poolrooms, 3 in hotels, and 2 operating motor cars. This represented 2.1 per cent of the total number of part time working children.

Work Permits

Not one of all the 673 part time working children, regardless of the type of work, had a permit certificate. When the question "Have you a permit?" was asked, the answer usually was a blank stare.

Section 5 of the Missouri Child Labor Law which deals with part time work, is as follows. "No child under the age of fourteen years shall be employed at any gainful occupation when the school of the district in which said child resides is not in session unless such child shall have a permit certificate . . ." There is no permit requirement specified in the law for part time working children 14 years of age and over.

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AGE AND GRADE DISTRIBUTION OF THE 673 PART TIME WORKING CHILDREN

Age	Grade												Total
	1	2	3	4	5	6	7	8	9	10	11	12	
6 .													1
7 .		1											9
8 .	1	3	3	2									25
9 .	1	4	3	14	3								34
10 .	1		2	10	19	2							65
11 .			1	12	20	28	3		1				102
12 .	1		4	7	23	27	33	5	2				103
13 .			1	4	10	22	35	25	6				149
14 .			1	5	11	19	28	39	40	5		1	146
15 .				2	3	5	18	39	40	37	2		39
16 .						2	2	7	8	14	5	1	
Total	4	8	15	56	89	105	119	115	97	56	7	2	673

The age and grade distribution is made as of September 1, 1926. The ages used here are calculated as of this date, and are commonly referred to as statistical ages. The generally accepted principle of allowing two years for the completion of a grade, has been followed, i. e., a child 12 or 13 years of age, is considered normal in the 7th grade, one 13 or 14 years old, normal in the 8th grade, etc.

Of the total part time working children, 4.9 per cent were accelerated; 58.8 per cent were normal, and 36.3 per cent were retarded. More than half of the retarded children were 14 and 15 years old. Eleven per cent of the children had failed of promotion last year; four-fifths of these were in the retarded group. Of the children that failed of promotion nearly half were 14 years of age or over; more than half were in the 6th grade or above.

Summing up with respect to part time work—the facts reveal that a large number of children are involved. Many of them are quite young, and many have a long working week. A few are employed at night after 7 p. m. and before 7 a. m., while a goodly number have at least one work day in the week that is more than 8 hours long. Children are working at jobs that are specifically prohibited by law. Permit certificates are wholly unknown to the part time working children. The chief reasons for this condition are the same as those pointed out under the discussion of full time workers, namely, a lack of interest in the subject, and a lack of knowledge of the law.

Generally part time work was considered by the superintendents to be good for school children. This position was held more from the standpoint of theory than from that of actual knowledge of what effect the work might be having upon the development of the children. A few of the superintendents were familiar with what some of the children, particularly those in

CHILDREN WORKING IN MISSOURI

high school, were doing, but the majority had little or no idea of how many children in the system were involved, how long or when they were working, or what they were doing. One superintendent, at least, was surprised that the subject of children working before and after school and on Saturdays was of sufficient importance to warrant special consideration. There was one, however, who had found time and had made it his business to go periodically to each of his schools, interview the pupils personally, and check his records not only with regard to school work, but also as to outside activities and home conditions. At the mention of a name, he usually could give the present and past history of the child and interesting facts about the child's family.

The task of enforcing the Child Labor Law need not be a difficult one. So far as the supervision of part time workers is concerned, the personnel for the work is already on the job. Practically without exception, a keen, sincere, and wholehearted interest for the pupils under their care was displayed by principals and teachers. In most cases this interest was not bounded by the four walls of the building or the classroom but was extended also to the outside activities of the children.

Generally, the teachers and principals knew the majority of the children that were working part time. For the most part they were familiar with the kind of work they were doing and when and how long they were working. This was particularly true where the poor school work of the children might be traced to early, late or long working hours. From conversations with teachers and principals, it was evident they would welcome a more rigid enforcement of both the compulsory attendance law and the Child Labor Law.

Recommendations

With respect to the child labor situation in Missouri there are two fundamental needs: one is a tightening up on the enforcement machinery, particularly with respect to the granting of work permits. This has been discussed at length in the report.

The other need is that more adequate protection be provided in the law. At present the standard falls considerably below reasonable minimums. It is recommended:

1. That all children under 14 years of age be prohibited from working in gainful occupations.

Under the present law this is required only during the hours when the school is in session. Before and after school, on Saturdays and Sundays, and during vacations, there is no age regulation. The

only conditions specified are that "necessity for the labor of such child" shall be shown and that a work permit be procured.

2. That all children between 14 and 16 years of age be permitted to work provided they secure the following:
 - (a) A statement from the school authorities showing the completion of the 8th grade.
 - (b) A certificate of physical fitness.
 - (c) Evidence that the child is of legal age for that specific employment.
 - (d) A promise of employment showing the exact nature of the work.

Under the present law children between 14 and 16 years of age must have a permit for work only during the hours when the school is in session. This ought to be changed so as to require permits at all times for children under 16, but the educational requirement should be waived when the schools are not in session.

Under the present law no educational requirement is specified before a child can get a permit to work nor is the employer required to give a promise that he will employ the child at a certain kind of work. The present method of establishing ages is unsatisfactory.

3. That 8 hours a day, 48 hours a week, 6 days a week, and no work before 7 a. m. or after 7 p. m. be specified in the law. At the present time children between 14 and 16 years may work two hours after 7 p. m. The present law does not specify what two hours these shall be. Night work ought to be entirely prohibited for children under 16 years of age.
4. That the clause "necessity for the labor of such child" be eliminated from the law. The term is too indefinite and permits of a variety of interpretations.
5. That the provision in the law requiring the permits to be reissued every three months be repealed. It is hardly fair to require either employers or children to get a permit every three months. Of course, if the child's health is being injured by the work, he should be barred therefrom.
6. That authority be given to a properly constituted Commission to declare places and occupations dangerous or injurious for persons between 16 and 18 years, as well as to increase the list of occupations now forbidden by law to children under 16 years because of the injury or danger incident thereto.

CHILDREN WORKING IN MINES

only condition which would exempt a child from the provisions of this act is that a child be under 14 years of age and be employed in a mine. The following are the conditions which must be satisfied before a child can be employed in a mine:

- (a) A statement from the school authorities showing the child is under 14 years of age.
- (b) A statement from the child's parent or guardian showing the child is under 14 years of age.
- (c) A statement from the child's parent or guardian showing the child is under 14 years of age.
- (d) A statement from the child's parent or guardian showing the child is under 14 years of age.



That the child is under 14 years of age. The following are the conditions which must be satisfied before a child can be employed in a mine:

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- (c) A statement from the child's parent or guardian showing the child is under 14 years of age.
- (d) A statement from the child's parent or guardian showing the child is under 14 years of age.